

Interagency Memorandum of Agreement

October 2005

**Methods to Strengthen Employment
Services for Iowans with Disabilities**

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Preface

This Memorandum of Agreement is the result of many months of hard work by a task force of agency representatives interested in maximizing Iowa's ability to deliver quality employment services to individuals with disabilities who receive public support. This Agreement was written to foster community collaboration and is guided by two basic principals; the central role of the community and a responsive state government sensitive to the diversity of local needs and resources.

Collaboration between state agencies is emphasized in the Workforce Investment Act, the Rehabilitation Act, the Individuals with Disabilities Education Act and the Developmental Disabilities Assistance and Bill of Rights Act 2000. These Acts along with recent welfare reform initiatives call upon State agencies to improve coordination of services, to maximize resources and to increase the effectiveness of employment efforts. However, the task force agreed that the different structures, policies and procedures of the partnering agencies often create walls that can sabotage collaborative efforts. Examples include:

Procedural Barriers

- Clients are continuously required to provide basic information to each agency they encounter.
- There is a hesitation/reluctance to share customer information with other agencies due to different or misunderstood confidentiality guidelines.
- There is no clear procedure for communication flow between agencies.
- Common terminology between agencies is lacking.
- No mechanism is available for sharing best practices.

Funding/Resource Management

- Competition is created among agencies when funding streams are combined and/or reduced.
- Funding does not reward collaboration.
- Agencies do not have information on partner resources.
- Budgetary shortfalls have resulted in staff reductions that have stressed front-line worker's time and capacity to collaborate.

Perceptions/Assumptions

- Agencies see themselves as the last source of funding.
- Agencies do not see themselves as resources to other agencies.

In response to the charge from the partners of this agreement to address the above listed barriers, the task team has crafted the following Memorandum of Agreement. This Agreement provides a foundation for collaboration that respects the integrity of each individual program but also promotes the values of teamwork and innovation. In addition, the Agreement will serve as an ongoing resource to local administrative and service staff of the partner agencies working to develop creative and thoughtful solutions to persistent and emerging problems.



Interagency Memorandum of Agreement

Methods to Strengthen Employment Services for Iowans with Disabilities

I. IDENTITY OF THE PARTNERS AND MISSION STATEMENTS

Iowa Department for the Blind: A means for persons who are blind to obtain for themselves universal accessibility and full participation as citizens in whatever roles they may choose.

Iowa Department of Education: Helping communities meet the learning needs of all of their children and adults.

Iowa Vocational Rehabilitation Services, Iowa Department of Education: To work for and with individuals who have disabilities to achieve their employment, independence and economic goals.

Iowa Department of Human Rights: To promote equal access to work, services and opportunities to enhance the well-being of diverse populations in Iowa.

Iowa Department of Human Services: To provide supports and services to help individuals and families achieve safe, stable, self-sufficient and healthy lives.

Iowa Governor's Developmental Disabilities Council: The Council identifies, develops and promotes public policy and support practices through capacity building, advocacy, and systems change activities. The purpose is to ensure that people with developmental disabilities and their families are included in planning, decision making, and development of policy related to services and supports that affect their quality of life and full participation in communities of their choice.

Iowa Workforce Development: Provide quality, customer-driven services that support prosperity, productivity, health and safety for Iowans.

II. DURATION OF THE AGREEMENT

The term of this Memorandum of Agreement among the Partners shall be October 1, 2003, through September 30, 2007, unless terminated earlier in accordance with Section VIII, Withdrawal or Termination Upon Notice.

III. PURPOSE OF THIS AGREEMENT

It is the responsibility of the Partners to maximize Iowa's ability to deliver quality career and employment services that effectively include Iowans with disabilities in the

workforce. To accomplish this goal, collaboration and coordination of career and employment services must occur among the Partners and among their local offices.

- A. The Partners are committed to the encouragement and support of collaboration and coordination at all levels of service delivery.
- B. The Partners agree to respect and maintain each Partner's existing program integrity.
- C. This Agreement and its attachments shall be an ongoing resource to the local administrative and service staff of programs administered by the Partners.

IV. OBJECTIVE

Increase Employment Outcomes for Iowans With Disabilities Through State and Local Collaboration

The Partners, to meet the objective of this Agreement, agree to support all their local offices in collaborative service design to increase employment outcomes for all customers. *See Attachment C (Identifying and Coordinating Resources) for examples.*

The Partners will not mandate nor prescribe if or how local regions will develop and support a collaborative system. This Agreement and its Attachments provides encouragement and support of local community plans that address collaboration.

V. STRATEGIES (amended October 1, 2005)

A. Maintain a state-level Support Team to advocate and facilitate collaboration among Partners at the state and local level.

- 1. Each of the Partners shall designate a State-level person to serve on a Support Team to be available to their respective local offices and Regional Workforce Investment Boards as appropriate to answer questions about current policies and procedures that affect collaboration and use of resources.
- 2. The Partners shall review and adapt the membership of the Support Team to assure that the Support Team has the resources it needs to address current barriers to collaboration or other issues and solicit input at the state and local level.
- 3. The Partners shall review the need for the Support Team Coordinator and as appropriate develop a 28E agreement between the Signors to fund the coordinator position.
- 4. The Partners shall ensure that Support Team members are available to help with local objectives regarding collaborative service design. *See Attachment A (Support Team.)*
- 5. The Support Team shall report to the Signors or their designees on an annual basis for the life of this Agreement for purposes of communication, evaluation and modification of this Agreement.

B. Strategy B: Identify and assess barriers to collaboration at all levels of service delivery.

- 1. With this agreement, the Partners shall provide guidelines to deal with some barriers to collaboration that have already been identified. These appear as Attachments to the Agreement.
- 2. Partners at the State level shall continue to identify and address barriers to collaboration.

- Local offices shall provide information and recommendations to the Partners at the State level regarding policies and procedures that appear to hinder collaboration.
- When appropriate, new guidelines shall be shared with local offices through amendment to this Agreement or addition of Attachments to this Agreement.
- 3. The Support Team shall maintain communication among State and local offices to solicit State-Level and local input on issues such as the following:
 - Strategies to strengthen collaboration, e.g., cross-training needs, multidisciplinary focus groups.
 - Evidence of increased collaboration among the local partners.
 - New or continuing barriers to increased collaboration.
 - Sharing information on new policies and procedures, best practices, and collaboration processes and their implementation across the Partner programs.
 - New needs for further study to resolve barriers to collaboration, improve the system of identify root causes.

Strategy C: Resolve collaboration issues, promote innovative policies, procedures, and practices in service delivery and communicate those consistently statewide to local partners.

1. The Support Team shall work together to resolve collaboration issues that affect more than one agency.
2. The Support Team shall seek direction from the Signors of this Agreement or their designees to address newly identified barriers as appropriate.
3. Development of new policy and guidelines under this Agreement shall be disseminated as needed to all affected local offices through communication processes described in Attachment E (Communication.)
4. The Support Team shall disseminate success stories across regions to demonstrate how barriers are addressed locally to make collaboration a reality.

Strategy D: Evaluate the success of fostering and supporting collaboration in achieving employment outcomes for Iowans with disabilities when the Partners share customers, resources, and information.

1. The Support Team shall record incidents of contact and outcomes for State and local level barriers to collaboration that are reported and resolved.
2. The Support Team shall record instances of collaboration at the State and local level such as cross-training, multidisciplinary focus groups, etc.
3. The Support Team shall record policy and procedural changes by the Partners that affect collaboration or were made to resolve barriers to collaboration.
4. The Support Team shall identify and record information on other intermediate measures of collaboration that may serve as indicators of employment outcomes.
5. The Support Team shall continue to seek sources of data or methods of measurement to lead to quantitative evaluation of employment outcomes for Iowans with disabilities.

VI. CONFIDENTIALITY

Information held by each of the Partners that identifies clients and services is confidential. **Through this Agreement, the Partners shall be considered subject to comparable standards of confidentiality.** Each Party and its employees, agents and subcontractors shall be allowed access to and exchange of such information only as needed for performance of their duties related to this Agreement. None of the Partners shall use confidential information for any purpose other than carrying out their obligations under this Agreement. Each Party shall establish and enforce policies and procedures for safeguarding the confidentiality of such data. Each Party may be held civilly or criminally liable for improper disclosure. In the event any Party is served with a subpoena or other legal process for records containing confidential information shared by the Partners or if any Party is aware of any unauthorized disclosure of confidential information shared by the Partners, that Party shall immediately notify the Partners (*See Attachment A, Support Team, for contacts*) concerned. *See Attachment D (Information Sharing and Confidentiality)* for guidelines on sharing data among local offices of the Partners.

VII. OFFICIAL MEETINGS

The Partners will establish a time and sequence for official meetings of the signors, or their designees, to meet at least annually. In addition, the Partners may schedule special meetings to deal with specific issues as needed.

VIII. WITHDRAWAL OR TERMINATION UPON NOTICE

- A. Any Partner may withdraw from this Agreement, without penalty or incurring of further obligation, upon thirty (30) days written notice to the other Partners.
- B. The Partners may terminate the Agreement within thirty (30) days of a majority vote of the Signors or their designees at any meeting as described in Section VII.

IX. NOTICES

Notices under this Agreement shall be in writing to the Signors at their official address. The effective date of any notice under this Agreement shall be the date of mailing.

X. SIGNATORY

For the benefit of Iowa's economy, business entities, job seekers, workers and our own service entities dedicated to the growth and welfare of Iowans, we commit our agencies to the support and promotion of the Purpose, Objective, and Strategies outlined above.



Allen C. Harris
Allen C. Harris, Director
Iowa Department for the Blind

Judy Jeffery
Judy Jeffery, Director
Iowa Department of Education

Stephen A. Wooderson
Stephen A. Wooderson, Administrator
Division of Vocational Rehabilitation Services, Iowa Department of Education

Jill Fultano-Avery
Jill Fultano-Avery, Administrator
Division of Persons with Disabilities, Iowa Department of Human Rights

Kevin W. Concannon
Kevin W. Concannon, Director
Iowa Department of Human Services

Becky Maddy Barker
Becky Maddy Barker, Executive Director
Iowa Governor's Development Disabilities Council

Richard V. Running
Richard V. Running, Director
Iowa Workforce Development



Attachments

Summary of Attachments

A. Support Team

The Agreement identifies the commitment of the State Partners to make resources available to address the objectives outlined. These resources will be in the form of a team of agency staff that will serve to develop and update the supporting materials, communicate with the Partner Directors/Administrators, and provide consultation to local offices. This section will outline the mission, role and identities of this commitment.

B. Supporting Customers with Common Plans that Share Outcomes

This attachment clarifies the common ground that the State Agencies have, as well as the identification of the flexibility that local offices have in sharing and serving customers.

C. Identifying and Coordinating Resources

This attachment discusses how this Agreement defines “resources” and outlines the flexibility and parameters that local partners will have in developing their own capacity to coordinate those resources. This section includes an example of a tool to facilitate practices where resources are shared.

D. Information Sharing and Confidentiality

There is agreement among the partners that the example of “safe” information that partners can readily record and share with other local partners is possible because all partners are subject to comparable standards of confidentiality.

E. Communication

This attachment outlines the provision for ongoing feedback, evaluation and measurement of progress on the objectives established in the Agreement.

F. Evaluation of Impact

This attachment provides a tool for reporting how the activities of this agreement will demonstrate progress and success.

Attachment A: Support Team

Purpose

To identify the members and roles of the support team

The Support Team

The Support Team is composed of State-level representatives from each Partner impacted by this Agreement. It provides a system for the Partners to collect, disseminate and evaluate information about collaborative efforts designed to enhance the employment of individuals with disabilities in Iowa.

The purpose of the Support Team is to maintain a state focus on collaboration and act as a resource for local communities implementing strategies that promote coordinated services for job seekers with disabilities. The Support Team may compile and disseminate information on effective models that demonstrate ways to maximize resources in the delivery of career and employment services that effectively include Iowans with disabilities in the workforce.

Norma Hohlfeld will serve as Support Team Coordinator. The Coordinator will facilitate the Support Team and organize meetings necessary to fulfill the role of the team. The commitment required from each Partner representative will be determined by the issues before the Support Team and the particular expertise needed to address them.

Role of the Support Team:

1. Disseminate information on all materials contained within the Agreement and each of the attachments as they exist, and as they are updated, to local offices statewide.
2. Provide technical support to local communities or boards upon request.
Examples include:
 - a. Assisting in assessment of regional problems, issues and opportunities.
 - b. Facilitating relationships with new partners that will enhance customer outcomes.
 - c. Linking local communities to data sources that enhance local problem solving.
 - d. Evaluating access to employment services for customers.
3. Facilitate necessary communication among Partners regarding:
 - a. A subpoena or other legal process for records containing confidential information shared by the Partners or
 - b. Any unauthorized disclosure of confidential information.
4. Coordinate plans for Partner training that promotes a staff of skilled professionals.
5. Establish and maintain a continuous feedback loop among the local offices, the Support Team, and the state administrators. *Attachment E (Communication)*.
6. Develop the agenda and facilitate any meetings of the signors or their designees to receive status reports, exchange ideas, approve attachment updates and review outcomes related to this agreement.
7. Monitor progress on objectives of this Agreement.
8. Provide a forum for cooperative planning among the Partners, including the review and support of Iowa proposals for Federal grants and initiatives that are related to the collaboration and coordination of career and employment services.

Support Team

(amended July 1, 2006)

Micheleen Maher, IVRS

510 E 12th Street
Des Moines, Iowa 50319
(515) 281-4145
mmaher@dvr.state.ia.us

Doug Keast, IWD

150 Des Moines Street
Hoover Building
Des Moines, Iowa 50309
(515) 281-9045
Doug.Keast@iwd.state.ia.us

Shari Seivert, DHS

Hoover Building, Fifth Floor
Des Moines, Iowa 50319
(515) 281-6011
sseiver@blind.state.ia.us

John TenPas, DHR

Lucas Building, 2nd Floor
Des Moines, Iowa 50319
(515) 242-5969
john.tenpas@iowa.gov

Shan Sasser, DOB

524 4th Street
Des Moines, IA 50309
(515) 281-1363
sasser.shan@blind.state.ia.us

Barbara Guy, DOE

Grimes Building
Des Moines, Iowa 50309
(515) 281-5265
Barbara.Guy@iowa.gov

Becky Harker, Iowa Governor's DD Council

617 E. 2nd
Des Moines, Iowa 50309
(515) 281-9083
bharker@dhs.state.ia.us

Norma Hohlfeld, Support Team Coordinator at IVRS

510 E. 12th Street
Des Moines, IA 50319
Norma.Hohlfeld@iowa.gov

Attachment B: Supporting Customers with Common Plans that Share Outcomes

Purpose

To illustrate that the Partners to this Agreement share and support the efforts of local offices to coordinate common employment plans and outcomes for customers

Common Plans

Most Partners have official forms for employment planning required under Federal and State rules and regulations. Local Partners may choose to develop additional procedures for communicating those employment objectives and demographic information on common customers. Such procedures should facilitate ways for common goals and objectives to be written into the various required State and Federal forms.

Suggestions to facilitate exchanging information that coordinate employment plans include:

1. using the “safe data” elements outlined in *Attachment D (Information Sharing and Confidentiality)*.
2. indicating to the customer that their local workforce system has many partner agencies and related programs that work to the customers benefit.
3. informing the customer that partner agencies share information related to the customer’s employment objective.

Shared Credit for Successful Outcomes:

The Partner agencies of the Agreement recognize that job seekers who are common customers of multiple partner agencies, i.e. *Region X Workforce Center System customers*, may have their outcomes credited to all programs that provided a portion of the service. Following are two examples:

Mr. B, who is blind, used the resources of Region Q Workforce Center. The Region Q Workforce Investment Board (RWIB) has provided direction to the agencies to develop a common format for the intake and service planning. Mr. B shared his educational and employment history with the Center for Independent Living, his first point of contact at Region Q Workforce Center System. He requested services that would allow him to meet his goal of employment in a human resource position. Four local partners worked with Mr. B.

- Wagner-Peyser services provided access to labor market information through the resource area of the Region Q Workforce Center, looking at growth in human resources occupations, the skills needed, and current openings available.
- The Department for the Blind provided career counseling for him, with special emphasis on negotiating workplace accommodation and understanding the rights and responsibilities for employer and employee under the Americans with Disabilities Act (ADA).
- The Center for Independent Living helped him identify available transportation services.

- The Workforce Investment Act (WIA) Adult Service Program provided funding to allow him to complete a one-year Human Resource Management program to supplement his Bachelor's degree in Business Management.

Outcome: Based upon his enrollment in the program, and his progress, Mr. B found employment through an internship experience during his second semester.

The four programs contributed to Mr. B's employment outcome and each claimed that success in reporting to the various Federal agencies. As Mr. B follows his career path he will return to the Region Q Workforce Center to update his personal employment objectives. Mr. B's new employer will have the ongoing support of the Region Q Workforce program staff when questions arise regarding employment and disability.

Ms. A received Family Investment Program (FIP) benefits through the Iowa Department of Human Services. She developed a Family Investment Agreement (FIA) with a PROMISE JOBS worker in Workforce Region K. Ms. A did not earn a high school diploma or a GED because she "...just didn't do well in school...". She did not seem to be a good candidate for the Certified Medical Assistant Program in which she was interested.

- PROMISE JOBS staff recommended that she test for a possible learning disability.
- WIA Adult Program and Iowa Vocational Rehabilitation Services (IVRS) partners in Region K used their joint assessment process for Ms. A. The test revealed that she did have a learning disability. Their recommendation for her was use of speech capability software for her computer that would allow her to complete her coursework, first to earn her GED and then to complete the CMA training.
- The Center for Independent Living in Region K purchased the software for Ms. A, using funds from a grant intended to support people needing adaptive technology to complete training or to enter the labor force.

Outcome: As Ms. A began the CMA training course, she was offered a job on the basis of her participation in training. Ms. A's employer offered her full-time employment status and a wage increase if she completed the training.

For their participation, PROMISE JOBS, IVRS, Region K, WIA services and the Center for Independent Living will all report the outcomes that Ms. A achieved through job placement, career growth, increased earnings, and decreased dependence on welfare. The Region K Workforce Center System will also note its success in providing this service to a member of their community.

Attachment C: Identifying and Coordinating Resources

Purpose

To identify resources that support collaboration efforts to create a stronger local system

Defining Resources

Resources are not limited to actual dollars, but also include services, knowledge and expertise of staff. Resources can also include the commitment of agencies to provide space and time to work on collaborative initiatives.

When we refer to resources, we are usually talking about capacities that each program has inherent within itself—those capacities usually include:

- First, capacity to provide a service (program).
- Second, capacity to work with others to improve the overall services and outcomes of customers.

In discussions, each of the Partners rightfully sees their capacity to provide program services as paramount to their success. However, there is also agreement that the capacity to work with others is also important but should not be developed in such a way to compromise their program capacity. We need to be aware that in protecting each program capacity we may unintentionally create barriers to develop broader workforce system capacity.

Examples of Tools to Identify and Coordinate Resources:

It is reasonable to expect that collaboration of services can result in questions related to cost allocations. This Agreement supports and encourages local communities to collaboratively develop practices that effectively identify funding streams to support the client's plan for employment. In some cases this will result in a plan that shares costs.

Many agencies require clients to apply for comparable benefits and services to support their plan for employment. Parties to this agreement should be aware that this practice can result in a perception of every agency assuming the role of “funder of last resort,” which can create barriers to collaboration.

The Agency-Service Overlap chart (*See Appendix 1*) can be used as a planning tool to identify the types of services local parties to this agreement fund. Local parties can use the chart to coordinate service plan development as well as plans for cost allocation when clients are eligible for funding by multiple partner agencies. The intent of the collaborative efforts should be to avoid duplication, combine planning and maximize services that will help move the consumer to self-sufficiency.

Also included with *Appendix 1* is an example of how one Workforce Region (Region 7-Waterloo) completed the example form as a way to discuss resource capacity in serving individual clients.

Attachment D: Information Sharing and Confidentiality

Purpose

To reinforce that all Partners are considered subject to comparable standards of confidentiality and to provide examples of data that is safe to share with Partner agencies as needed in the performance of their duties

Partners to this Agreement concur that for local communities to effectively maximize resources there is a need to exchange information in a manner that also safeguards confidentiality. All Partners to this Agreement are subject to the same standards of confidentiality.

Agency Regulations

DVRS & Blind	DHS	Dept. of Education
Rehab Act of 1973 as amended (34CFR 361.38)	402(a)(1)(iv) of the Social Security Act (FIP and PROMISE JOBS)	Family Educational Rights and Privacy Act (FERPA) (34CFR Part 99)
Public Law 93-282, Confidentiality of Alcohol & Drug Abuse Patient Records	42 CFR 431.301 through 431.306 (Medicaid) 45 CFR Parts 160 and 164 as amended to August 14, 2002 (HIPAA)	Protection of Pupil Rights Amendment (PPRA) Individuals with Disabilities Education Act (IDEA)
Iowa Code Section 141.23 on release of HIV/AIDS information	Iowa Code Section 217.30	Federal Drug & Alcohol Patient Records Confidentiality Law (42 CFR)
DVRS Policy Section 1.3	441 IAC 9, especially 441 IAC 9.7(17A, 22, 228) and 441 IAC 9.10(17A, 22)	

Partners may share information that is necessary for purposes related to vocational rehabilitation, training and/or placement. **It is the understanding of all Partners that “safe data” can be confidently shared with one another through common intakes or other locally agreed upon methods of obtaining the client’s informed consent** (see next page for a listing of safe data). All information shared between agencies shall be used only for purposes of administration of programs, services or assistance and cannot be disclosed to or used by persons or agencies outside of this Agreement without customer authorization.

“Secure data” will *only* be shared between the Partners through specific authorization of releases of information. **Secure data includes information specific to mental health, disability information, alcohol or drug abuse or HIV/Aids information.**

Examples of Safe Data Elements

Safe data is defined as information appropriate for any of the Partners recognized in this Agreement to access in the performance of duties related to this Agreement. It is further understood by all Partners that this information remains confidential and access to the information is appropriate only for the purpose of collaboration, and coordination of career and employment services among the local offices. It is expected that each Partner shall establish and enforce policies and procedures for safeguarding the confidentiality of such data.

Identifying Information:

- Customer name
- Customer date of birth
- Gender
- Social Security number
- Citizenship
- Ethnic group
- Marital status
- Number living in household

Contact Information:

- Address (City, County, State, Zip)
- Telephone number
- Cell phone number
- Email address

Functional Employment Data:

- Education level
- Limited English proficiencies because the native language is not English
- Functional limitations
- Reasonable accommodations required on a job or in school
- Employment history
- Transferable skills

Financial Assistance:

- General Assistance
- Refugee Cash Assistance
- Supplemental Security Income (SSI)
- Social Security Disability Insurance (SSDI)
- Family Investment Program
- Veteran's benefits
- Worker's compensation
- Food Stamp Program
- Health insurance coverage (type)

***Secure data includes information specific to mental health, disability information, alcohol or drug abuse or HIV/Aids information.**

Attachment E: Communication

Purpose:

To encourage and support the development of a reliable system for sharing information among Partners of this Agreement, their local offices and the communities in which they provide services

Seeking Effective Communication

Communication will be the “grease” to promote smooth and effective collaborative services that local and state partners are seeking in their service delivery to Iowan’s with disabilities. Communication, as past experience has shown, does not always happen naturally in ways that serve us all. Effective communication requires effort and, sometimes, a little push.

◆ **Common Language**

Coordination of services among agencies is more effective when collaborating partners have a common language with which to communicate. *Appendix 2* provides a reference for agencies engaged in conversations about collaboration.

◆ **Feedback Loop**

Discussion of the role of the Support Team in *Attachment A (Support Team)* indicates they will solicit feedback from front line staff, consumers and business partners. Further, they are to establish and maintain a continuous feedback loop among the local offices, the Support Team, and the State administrator. The concept of a loop is that it has no beginning and no end. Information moving in the loop touches all points as it moves through. In this manner, continuous communication will serve to make the system stronger and more effective.

Local Partners In the Feedback Loop

In order to have a collaborative service design that is developed responsively, the people who provide service are the most important part of the feedback loop. Staff have an ongoing responsibility to communicate the service delivery barriers they find to the Support Team. They are also a critical partner in providing recommendations for removing those barriers. Local partners are encouraged to contact Support Team members with comments, observation, and suggestions—freely and often.

Support Team In The Feedback Loop

The Support Team is available to support

- ◆ Training, facilitation and education on topics relevant to the local partners,
- ◆ Dissemination and sharing of information around partnership and collaboration, and

- ♦ Development of local memorandums of understanding.

Barriers to collaboration identified by local staff in one locality can be circulated through the feedback loop. This will enable the Support Team to identify promising practices that may already exist or to solicit additional ideas from the Support Team and local partners that may lead to improved policies and procedures.

Examples of Communication Tools:

- **Active Communication By Local Administrators and Staff and Regional Workforce Investment Boards**

- Questions and observations in open forums
- Participation in statewide information-sharing sessions
- Consultation with members of the Support Team as desired
- Communicating perceived system barriers to the Support Team

- **Quarterly Partner ICN Meetings**

Statewide Partner ICNs are currently supported by each of Iowa's 16 Workforce Development Regions and State Partners. The statewide agenda is established together by sponsoring agencies and local participants. Local participation is currently determined by local administrative staff. Each Region assigns a "local site facilitator" to serve as a "host" for participants, make sure that handouts are available, and gather feedback for the meeting planners. The Support Team will be able to take advantage of these quarterly meetings to communicate regarding collaboration and coordination of career and employment services.

- **Annual Conference**

The Support Team may work together to plan an Annual Conference that focuses on the sharing of information and promising practices in collaboration.

- **Web Enabled Information Systems**

Coordination of web-based information-sharing could be an activity of State and local agencies.

- **On-site System Reviews**

The Support Team might wish to set up a process where, upon request, they would visit a Regional Workforce Center System, and evaluate the process and develop recommendations for collaboration and coordination through dialogue with local partners.

Attachment F: Evaluation

Purpose:

To provide a tool for reporting how the activities of this agreement will demonstrate progress and success

The State Partners will not mandate, nor prescribe, how local regions will develop and support a collaborative system. This Agreement and its Attachments will provide encouragement and support of local community plans that address collaboration and sharing resources to serve common customers. One of many indicators of success in this effort will ultimately be the increased inclusion of people with disabilities in local community work forces.

To begin with, however, the measure of effectiveness of this effort will focus on the implementation of the strategies found in this Agreement. The Support Team will use the attached format to analyze the activities of the Agreement, and structure reports around this form. As the strategies become operational, then local and state partners can recommend measures that more directly focus on community impact. *(See Appendix 3)*





Appendix



Appendix 1

Overlap Service Chart

Services	FIP	PJ	VR	Blind	WIA	Other
Basic Needs						
Cash assistance to needy families						
Food Stamps						
Emergency rent & utility assistance						
Transportation						
Children and Families						
Child care assistance						
Parenting skills training						
Locate noncustodial parent						
Obtain court order for support						
Disability Specific						
Assessment of disability						
Assistive technology						
Case management						
Consultation on accommodations						
Disability management counseling						
Interpreter						
Notetaker						
Personal assistance						
Reader						
Orientation and mobility training						
Education and Training						
Adult Basic Education						
English as a Second Language						
High School completion classes						
Prevocational training						
Paid or unpaid work experience placement						
Unpaid community service						
Short-term training						
Post-Secondary Education						
Employment						
Assessment of work skills						
Career counseling						
Employer education						
Employer follow-up						
Job coaching						
Job development						
Job search assistance						
Job seeking skills						
Occupational licenses						
Job placement						
Post employment services						
Supported employment						

Services	FIP	PJ	VR	Blind	WIA	Other
Tools/work equipment						
Special adaptive equipment or devices						
Worksite modification						
Home and Community						
Assessment of needed services						
Assistive devices						
Attendant care						
Emergency response system						
Home health aide						
Homemaker services						
Home modification						
Life skills training						
Mental health outreach						
Mentoring						
Nursing services						
Nutritional counseling						
Respite care						
Supported community living						
Vehicle modification						
Medical/Mental Health & Therapy						
Audiology Services						
Behavioral programming						
Counseling						
Dental services						
Family planning services						
Genetic consultation						
Hearing aids						
Immunizations						
Medical equipment						
Occupational therapy						
Optometry services						
Orthopedic shoes						
Physical restoration						
Physical therapy						
Podiatry services						
Prescription medications						
Psychological services						
Routine physical examinations						
Speech therapy						
Vision check-ups						
Other Services						

Modified Overlap Service Chart

This is an example of how one Workforce Region (Region 7, Waterloo) utilized the previous form as a way to discuss resource capacity in serving individual clients.

Region 7 Services	DHS	PJ	VR	Blind	WIA A/D	WIA Y	BHCIL	ES/UI	HVAAA	Proteus
Basic Needs										
Cash assistance to needy families	FIP	X							Elders	
Food Stamps	F/S									
Emergency rent & utility assistance				LR					Elders	
Transportation	Medical	X	X	X	LR	LR			Elders	
Unemployment Insurance		X						X		
Children and Families										
Child care assistance	CCA	X	X	X	LR	LR				
Parenting skills training		X								
Locate noncustodial parent	CSRU									
Obtain court order for support	CSRU									
Disability Specific										
Assessment of disability			X	X						
Assistive technology	Med/W		X	X					Elders	
Case management	Med/W		X	X					Elders	
Consultation on accommodation	Med/W		X		X					
Disability management counseling	Med/W		X	X						
Interpreter	Med/W	X	X	X					Elders	
Notetaker	Med/W		X		X					
Personal assistance	Med/W		X						Elders	
Reader	Med/W		X	X						
Orientation and mobility training	Med/W		X	X						
Social Security Benefits Planning		WIG	X	X	WIG	WIG	WIG	WIG	Elders	WIG
Education and Training										
Adult Basic Education		X	X	X	LR	LR				
English as a Second Language		X	X	X					Elders	
High School completion classes		X	X	X	LR	LR				
Prevocational training		X	X	X	LR	LR				
Paid or unpaid work experience		X	X	X	LR	LR				
Unpaid community service		X		X						
Short-term training		X	X	X	LR	LR				
Post-Secondary Education		X	X	X	LR	LR				
Employment										
Assessment of work skills		X	X	X	X	X		X		
Career counseling		X	X	X	X	X		X		

Region 7 Services	DHS	PJ	VR	Blind	WIA A/D	WIA Y	BHCIL	ES/UI	HVAAA	Proteus
Employer education			X	X	X	X		X		
Employer follow-up			X	X	X	X		X		
Job coaching			X	X	LR	LR		X		
Job development		X	X	X	X	X		X		
Job search assistance		X	X	X	X	X		X		
Job seeking skills		X	X	X	X	X		X		
Occupational licenses		X	X	X	LR	LR				
Job placement		X	X	X	X	X		X		
Post employment services		X	X	X	X	X				
Supported employment			X	X	LR	LR				
Tools/work equipment			X	X	LR	LR				
Special adaptive equipment or devices			X	X	LR	LR				
Worksite modification			X	X	LR	LR				
Home and Community									Elders	
Assessment of needed services	Med/W	X	X	X	X	X			X	
Assistive devices	Med/W		X	X					X	
Attendant care	Med/W		X						X	
Emergency response system	Med/W								X	
Home health aide	Med/W								X	
Homemaker services	Med/W		X						X	
Home modification	Med/W		X	X					X	
Life skills training	Med/W	X		X					X	
Mental health outreach									X	
Mentoring	Med/W			X						
Nursing services	Med/W		X						X	
Nutritional counseling	Med/W	X							X	
Respite care	Med/W								X	
Supported community living	Med/W									
Vehicle modification			X						X	
Medical/Mental Health										
Audiology Services	Med/W		X							
Behavioral programming	Med/W									
counseling	Med/W		X	X					Elders	
dental services	Medicaid		X						X	
family planning services	Medicaid									
genetic consultation	Medicaid									
hearing aids	Medicaid		X	X					Elders	

Region 7 Services	DHS	PJ	VR	Blind	WIA A/D	WIA Y	BHCIL	ES/UI	HVAAA	Proteus
immunizations	Medicaid									X
medical equipment	Medicaid		X	X						
occupational therapy	Medicaid		X							
optometry services	Medicaid		X							X
orthopedic shoes	Medicaid		X							
physical restoration	Medicaid		X	X						
physical therapy	Medicaid		X							
podiatry services	Medicaid		X							
prescription medications	Medicaid		X						Elders	X
psychological services	Medicaid		X							
routine physical examinations	Medicaid		X							X
speech therapy	Medicaid		X							
vision check-ups	Medicaid		X						X	
MEPD enrollment	Medicaid			X						
Other Services										
Rental Assistance										
Family Self Sufficiency Case Mgmt										

Services are based upon customer eligibility and funding in all instances above.

This form has been modified for formatting purposes.

Appendix 2: Glossary of Terms

ADA – Title I of the **Americans with Disabilities Act** of 1990 went into effect July 26, 1992. This Act prohibits employers, state and local governments, employment agencies and labor unions from discriminating against qualified individuals in job procedures, hiring, firing, advancement, compensation, job training, and other terms, conditions and privileges of employment.

Collaboration: A mutually beneficial and well-defined relationship entered into by two or more organizations to achieve common goals. The relationship can include a commitment to: (1) a shared vision and mutual goals; (2) shared responsibility, and agreed-upon methods of communication; (3) mutual authority and accountability for success; and (4) the sharing of resources and rewards.

Comprehensive Services: Belief that through linkages, services should address the full range of needs of the individual.

Confidentiality: Each agency has developed written policies and procedures to safeguard the confidentiality of all personal information. Discussion and exchange of **safe data** as identified in this Agreement and that is considered necessary for the administration of another agency or organization's program is appropriate. A State agency may release **secure data** (data specific to mental health, disability information, alcohol or drug abuse or HIV/AIDS information) only with the appropriate signed consent form.

“Each Party and its employees, agents and subcontractors shall be allowed access to and exchange of such information only as needed for performance of their duties related to this Agreement. None of the Partners shall use confidential information for any purpose other than carrying out their obligations under this Agreement. Each Party shall establish and enforce policies and procedures for safeguarding the confidentiality of such data. Each Party may be held civilly or criminally liable for improper disclosure.”

Consumer/Customer: Another term for applicants and clients of the agency.

Disability: There is no one standard definition of disability. For example, the definition used by Vocational Rehabilitation differs from the one used by the Social Security Administration. Furthermore, these definitions differ from the one used in the Americans with Disabilities Act of 1990. Because the clients' eligibility for services can be impacted by the agency's definition, it is important for each collaborating agency to respect and support each partners' policies.

Employment Plan: The plan of services which spells out the individual's vocational goal and mutually agreed upon services that will be needed to reach that goal. It also spells out who is responsible for providing the various needed services and how their success will be evaluated.

Examples of Employment Plans:

IVRS – Individual Plan for Employment (IPE)

PROMISE JOBS – Family Investment Agreement (FIA)

Department for the Blind – Individualized Plan for Employment (IPE)

Flexible State Government: Recognizes that there are many solutions and allows for adequate consideration to a full range of these solutions.

Functional Limitations: Work activities that are restricted in comparison to the average person in the general population as to the conditions, manner, or duration under which activities can be performed. Examples of such activities may include standing, walking, lifting, speaking, hearing etc.

HIPAA: The Health Insurance Portability and Accountability Act is a federal statute that sets national standards for health plans, health care clearing houses, and health care providers (and their business associates) regarding the privacy of an individual's identifiable health information.

Information and Referral: The information and referral process helps match people with services. The process is a means by which one agency directs a client to another agency for a particular service and should include provisions that provide information supporting informed choice.

Informed Choice: An individual is assisted in developing an understanding of the scope and nature of the services and service providers needed to develop and reach a specific vocational goal.

Pre-Employment Inquiries: Employers may not ask job applicants about the existence, nature or severity of a disability. Applicants may be asked about their ability to perform specific job functions.

Qualified Employee or Applicant with a Disability: An individual who, with or without reasonable accommodation, can perform the essential functions of the job in question.

Reasonable Accommodation: Reasonable accommodation may include, but is not limited to:

- Making existing facilities readily accessible to and usable by persons with disabilities;
- Job restructuring, modifying work schedules, reassignment to a vacant position;
- Acquiring or modifying equipment or devices;
- Adjusting or modifying examinations, training manuals, or policies, and providing qualified readers or interpreters.

An employer is required to make an accommodation to the known disability of a qualified applicant or employee if it would not impose an "undue hardship" on the operation of the employer's business.

An employer is not required to lower quality of production standards to make an accommodation, nor is an employer obligated to provide personal use items such as glasses or hearing aids.

Self-sufficiency: ability to supply one's own needs without external assistance.

Workforce System: The Iowa Workforce System is made up of private sector business, labor, state and local governments and government agencies providing services including job placement and training for youth and adults, and employment-related services for veterans, the disabled migrant farm workers, limited English speakers, and other Iowans in need of special assistance. The system also serves employers by providing job listings and applicants, as well as testing, screening, and labor market information.

Comparative Definitions for Confusing Terms

<p>Intake</p> <p>The process of working with an individual, including the provision of information about workforce services.</p>	<p>Application</p> <p>The process of completing forms to request services, receiving the explanation of Rights and Responsibilities and signing the form.</p> <p>Certification of eligibility is determined after completing this process.</p>
<p>Eligibility</p> <p>Conditions that must be met before services may be provided. For example, to be eligible for vocational rehabilitation services there must be documentation of a physical or mental impairment which constitutes or results in a substantial impediment to employment, and requires rehabilitation services to prepare for, enter, engage in or retain gainful employment.</p>	<p>Entitlement</p> <p>Something to which an individual has a right simply by meeting criteria, which may have nothing in particular to do with the services to be received. For example, a child who lives in Iowa has the right to a free, appropriate public education.</p>
<p>Safe Data</p> <p>Data that can be readily shared by partner agencies identified in this Agreement and that is expected to be held confidential by the accepting agency.</p>	<p>Secure Data</p> <p>Data that requires specific releases of information includes information related to mental health, disability information, alcohol or drug abuse or HIV/AIDS information.</p>
<p>SSI</p> <p>Supplemental Security Income program authorized under title XVI of the Social Security Act. SSI makes cash assistance payments to aged, blind and disabled people (including children under age 18) who have limited income and resources.</p>	<p>SSDI</p> <p>Social Security Disability Insurance authorized under title II of the Social Security Act. SSDI provides benefits to disabled or blind individuals who are “insured” by workers’ contributions to the Social Security trust fund. To be eligible for SSDI the worker must have worked and paid Social Security taxes for enough quarters to be covered under Social Security insurance.</p>

Appendix 3

Evaluation Strategies

Support Team Work Plan: Year 3

Strategy A: Maintain a state-level Support Team to advocate and facilitate collaboration among Partners at the state and local level.

Activity	Responsible Person/Entity	Measure of Success
Designate a State-level person to serve on a Support Team to be available to their respective local offices and Regional Workforce Investment Boards.	Agreement Signors or their designees	Staff person for each Partner is assigned and listed in the Agreement attachment.
Review and adapt the membership of the Support Team so it has the resources it needs.	Agreement Signors or their designees	Record of Governance Group recommendations.
Review the need for the Support Team Coordinator and as appropriate develop a 28E agreement between the Signors to fund the coordinator position.	Agreement Signors or their designees	Record of Governance Group recommendations.
Ensure that Support Team members are available to help with local objectives regarding collaborative service design. See <i>Attachment A (Support Team.)</i>	Support Team	Minutes of Support Team meetings. Record of Support Team activity. Record of activities of Support team designed to generate feedback. Reports of feedback information at Support Team Meetings, and Annual Partner meeting. Changes in the Agreement and attachments attributed to feedback.
Report to the Signors or their designees on an annual basis for purposes of communication, evaluation and modification of this Agreement	Support Team	Minutes of Support Team meetings. Minutes of annual and quarterly Partner meetings.

Strategy B: Identify and assess barriers to collaboration at all levels of service delivery.

Activity	Responsible Person/Entity	Measure of Success
Provide guidelines to deal with some barriers to collaboration that have already been identified. These will appear as Attachments to the Agreement.	Agreement Signors or designees	Staff person assigned and listed in the Agreement attachment.
<p>Continue to identify and address barriers to collaboration.</p> <ul style="list-style-type: none"> Local offices provide information and recommendations to State-level Partners regarding policies and procedures that appear to hinder collaboration. When appropriate, new guidelines will be shared with local offices through amendment to this Agreement or addition of Attachments to this Agreement. 	Support Team	<p>Minutes of Support Team meetings.</p> <p>Minutes of annual and quarterly Partner meetings.</p> <p>Published amendments and additions to the MOA.</p> <p>Record of Support Team activity.</p>
<p>Maintain communication among State and local offices to solicit all-level input on issues, e.g.:</p> <ul style="list-style-type: none"> Strategies to strengthen collaboration, e.g., cross-training needs, multidisciplinary focus groups. Evidence of increased collaboration among the local partners. New or continuing barriers to increased collaboration. Sharing information on new policies and procedures, best practices, and collaboration processes and their implementation across the Partner programs. New needs for further study to resolve barriers to collaboration, improve the system or identify root causes. 	Support Team	<p>.Minutes of Support Team meetings.</p> <p>Minutes of annual and quarterly Partner meetings.</p> <p>Record of activities of Support Team designed to generate feedback.</p>

Strategy C: Resolve collaboration issues, promote innovative policies, procedures, and practices in service delivery and communicate those consistently statewide to local partners.

Activity	Responsible Person/Entity	Measure of Success
Resolve collaboration issues that affect more than one agency.	Support Team	Minutes of Support Team meetings. Minutes of Partners quarterly or annual meetings. Record of activities of Support Team.
Seek direction from the Signors of this Agreement or their designees to address newly identified barriers as appropriate.	Support Team	Minutes of Support Team meetings. Minutes of Partners quarterly or annual meetings. Record of activities of Support Team.
Disseminate new policy and guidelines developed under this Agreement to all affected local offices through communication processes described in Attachment E (Communication).	Support Team	Minutes of Support Team meetings. Record of activities of Support Team.
Disseminate success stories across regions to demonstrate how barriers are addressed locally to make collaboration a reality.	Support Team	Minutes of Support Team meetings. Record of activities of Support Team.

Strategy D: Evaluate the success of fostering and Supporting collaboration in achieving employment outcomes for Iowans with disabilities when the Partners share customers, resources, and information.

Activity	Responsible Person/Entity	Measure of Success
Record incidents of contact and outcomes for State and local level barriers to collaboration that are reported and resolved	Support Team	Minutes of Support Team meetings. Support Team records of incidents of contact and outcomes.
Record instances of collaboration at the State and local level such as cross-training, multidisciplinary focus groups, etc.	Support Team	Minutes of Support Team meetings. Support Team records of instances of collaboration at the State and local levels.
Record policy and procedural changes by the Partners that affect collaboration or were made to resolve barriers to collaboration.	Support Team	Minutes of Support Team meetings. Support Team record of Partner policy and procedural changes that affect collaboration or were made to resolve barriers to collaboration.
Identify and record information on other intermediate measures of collaboration that may serve as indicators of employment outcomes.	Support Team	Minutes of Support Team meetings. Support Team record of plans and activities to identify and gather other intermediate measures. Records of data obtained through intermediate measures.
Seek sources of data or methods of measurement to lead to quantitative evaluation of employment outcomes for Iowans with disabilities.	Support Team	Minutes of Support Team meetings. Support Team record of plans and activities to seek data for quantitative evaluation of outcomes. Records of quantitative data obtained from identified sources.

Appendix 4: The Stigma of “Hard to Serve”

The workforce system, from the federal level on down, often uses the term *hard to serve* to communicate about or describe a population of customers who experience a specific barrier or set of barriers that affect their employability.

The question we must ask ourselves as Partners to this Agreement is this: “Is the client *hard to serve* or do our systems make it hard to serve them?”¹

The term *hard to serve* is used to describe and discuss customers whose barriers to employment fall into three broad categories:

- Singular discreet barriers. These are barriers with known parameters and referral processes such as substance abuse, mental illness, learning disabilities, domestic services.
- Multiple barriers. This describes the dynamic that occurs when a client has more than one barrier.
- Hidden barriers. These may be single or multiple barriers that are not known or acknowledged by the clients or are not known to the workforce system staff.

A verbal-shorthand term like *hard to serve* has some advantages in the workforce system.

- It can be a fast and easy way to establish the parameters of the customers we are discussing.
- It can be helpful in making data-driven improvements. If the term were well-defined, it could lead to data collection and analysis to improve service delivery, policies, and practices to better serve the population we identify as *hard to serve*.

Unfortunately, the workforce system already exhibits the disadvantages attached to the use of the *hard to serve* label.

- Labeling our customers as *hard to serve* creates the workforce system mind set that barriers or disabilities equal an inability to work.
- Developing policy and service delivery practices based on the *hard to serve* mind set can inherently limit the ability of the workforce system to provide individualized client-centered services.
- When our customers sense that the workforce system sees them as *hard to serve*, the customers’ perception of self and of the service system are both damaged. This can have only negative impact on outcomes of service.
- Employers may be unwilling to provide intensive support for employees the agency sends who are labeled *hard to serve*.

The workforce system must find a way to meet the challenges of supporting Iowans with disabilities who are seeking employment. Customers with severe or multiple barriers to employment may require coordination of resources in the workforce system, but we need not think of them nor speak of them as *hard to serve*. Serving customers with barriers to employment is our job.

¹ Proceedings from the APHSA series of meetings “TANF Hard-To-Serve: Sessions from Related Disciplines”, p. 27.

